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12 August 1957

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MEMORANDUM FOR: Executive Officer,  
Office of the Director

SUBJECT: Management Study of Cable Secretariat Staffing  
Requirements

1. Based on a request by the Cable Secretary for assistance in determining their staffing requirements, this Staff has set forth certain recommendations in the attached study which, if implemented, should increase the available productive man-hours without increasing the overall ceiling authorization.

2. During the course of the study, it was observed that the Cable Secretariat staffs its week end shifts on an overtime basis. In order to determine if this method of staffing represents the most efficient utilization of personnel and an economical expenditure of funds, the Cable Secretary in the interest of good management, has invited the Management Staff to review with him the problem of staffing over week ends. This problem will be the subject of a separate study.

3. We are pleased to report that in the conduct of this study, the Executive Assistant observed many management practices which were evidences of efficient and progressive executive performance on the part of the Cable Secretary.

4. If any further assistance in the implementation of the recommendations of this study is desired, we will be most willing to assist.

Chief, Management Staff

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Attachment:

Staff Study w/attachments

Distribution:

Orig. and 1 - Addressee

1 - Cable Secretary

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MANAGEMENT STUDY:  
Review of  
Staffing Requirements  
of the  
Cable Secretariat

Management Staff  
O & M Staff  
DD/P Area

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1. PROBLEM:

To determine the staffing requirements of the Cable Secretariat; to balance work force with work demands; to make a larger number of productive hours available for application to the work requirements under normal or emergency conditions or to recommend such increase in personnel numbers as is warranted.

2. ASSUMPTION:

There can be no increase in the time required to process cables over the current processing time.

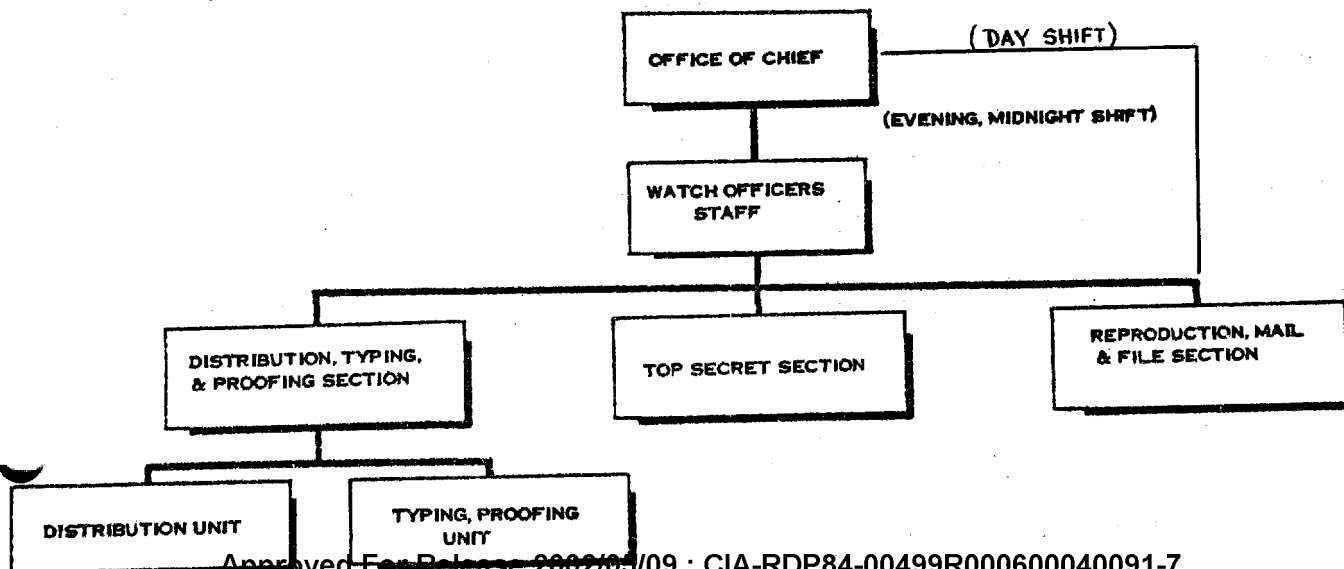
3. FACTS BEARING ON THE PROBLEM:

- a. The Cable Secretary is charged with coordinating policies concerning the preparation, release and distribution of CIA cables and is charged with the review, processing (exclusive of encrypting, decrypting and transmitting processes), distribution and delivery within CIA Headquarters of all classified incoming and outgoing cables; insuring that outgoing cables involving questions of national policy have been personally approved by the Director and that selected intelligence items contained in cables are transmitted to the DD/I.

To accomplish his mission, the Cable Secretary, operating 24 hours a day with three eight hour shifts, seven days a week, has been provided with a Table of Organization (T/O) of [ ] (limited by a personnel ceiling of [ ]) (See Tab A). Organizationally, the Cable Secretariat consists of the Office of the Chief, Watch Officer Staff, and three Sections, the Reproduction, Mail and File Section (RMF), the Distribution, Typing and Proofing Section (DTP), and the Top Secret Section (TS).

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All three Sections report to the Watch Officer Staff on a twenty-four hour basis with the exception of the RMF Section which reports directly to the Executive Officer during the Day Shift.

Although the T/O (Tab A) reflects only five positions within the Top Secret Section, there are in reality thirteen positions regularly assigned to this Section. This deviation of the T/O from the actual personnel assignments has resulted from failure to submit personnel actions reflecting the assignment of additional personnel to the Top Secret Section.

- b. Excluding the Office of the Chief, distribution of the work force in the Cable Secretariat is:

- (1) Midnight Shift - 18.7%
- (2) Day Shift - 53.3%
- (3) Evening Shift - 28 %

Cables processed on each shift, however, as related to total cables processed, is as follows:

- (1) Midnight Shift - 18%
- (2) Day Shift - 38%
- (3) Evening Shift - 44%

Although it appears that the night shifts are more productive than the Day Shift, this is accounted for by the following:

- (1) The completed action is sometimes credited to the Evening Shift when the processing work is almost completed by the Day Shift.
- (2) The Day Shift requirement of expeditious delivery of cables to the customer on an hourly basis, thus placing a time factor in all operations in addition to requiring a courier force of four positions not present on the night shifts.
- (3) Forty-three percent of the Day Shift cable volume (as compared to 37% for the Evening Shift and 75% for the Midnight Shift) is made up of incoming TOT (manually encrypted) cables, which require the additional processing steps of editing by the Analysts and typing of complete texts by the typists. Outgoing cables and incoming PAD (machine encrypted) cables require no editing or typing of texts.

Two of these shifts, the Day Shift (0730 hours to 1600 hours) and the Evening Shift (1545 hours to 0015 hours) are rotating shifts, employees alternating to these shifts on a weekly basis. All positions do not rotate:

- (1) The Midnight Shift (2330 hours to 0800 hours) is completely staffed with individuals who for personal reasons have requested a straight night shift;
- (2) The Office of the Chief is on duty only on the Day Shift; the Cable Secretary and the Deputy Cable Secretary arrange their duty hours to overlap into the Midnight, Evening and Day Shifts respectively.
- (3) Certain employees on the Day and Evening Shifts have been permanently excepted from the rotating requirement for personal reasons.

The special concession provided this latter category creates a staffing and morale problem. To counter this, rotation is made a requirement for promotion.

- c. On 9 March 1955, the Cable Secretary, operating with a T/O of seventy positions, requested ten additional positions. (See Tab B) On the basis of the justification submitted, the Management Staff approved this request on 16 May 1955. (See Tab C) In July 1955, however, the Cable Secretariat personnel ceiling was frozen at [REDACTED] tions. In May 1955, the time of the increase of ten positions in the Cable Secretariat T/O, the monthly average work load based on the first five months of 1955 was 14,313 cables. In 1956, the work load had increased to a monthly average of 16,857 cables and during the first four months of 1957, 17,121 cables (monthly average) were processed. This represents a 24% increase in cables processed from June 1955 to April 1957.

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On 5 November 1956 in a memorandum to the DD/P (See Tab D), the Cable Secretary requested that three slots be transferred to the Cable Secretariat from the DD/P to handle the Teletype Dissemination (TD) program for which the Cable Secretary assumed responsibility in June 1956. At the time of assumption of this responsibility, the TD work load was running at a monthly average of 430 items. During the past eleven months this work load has increased to a monthly average of 809 items. No additional personnel allocation was made to the Cable Secretariat except that the DD/P did furnish one courier on a loan basis for three weeks during the Hungarian crisis. (See Tab E)

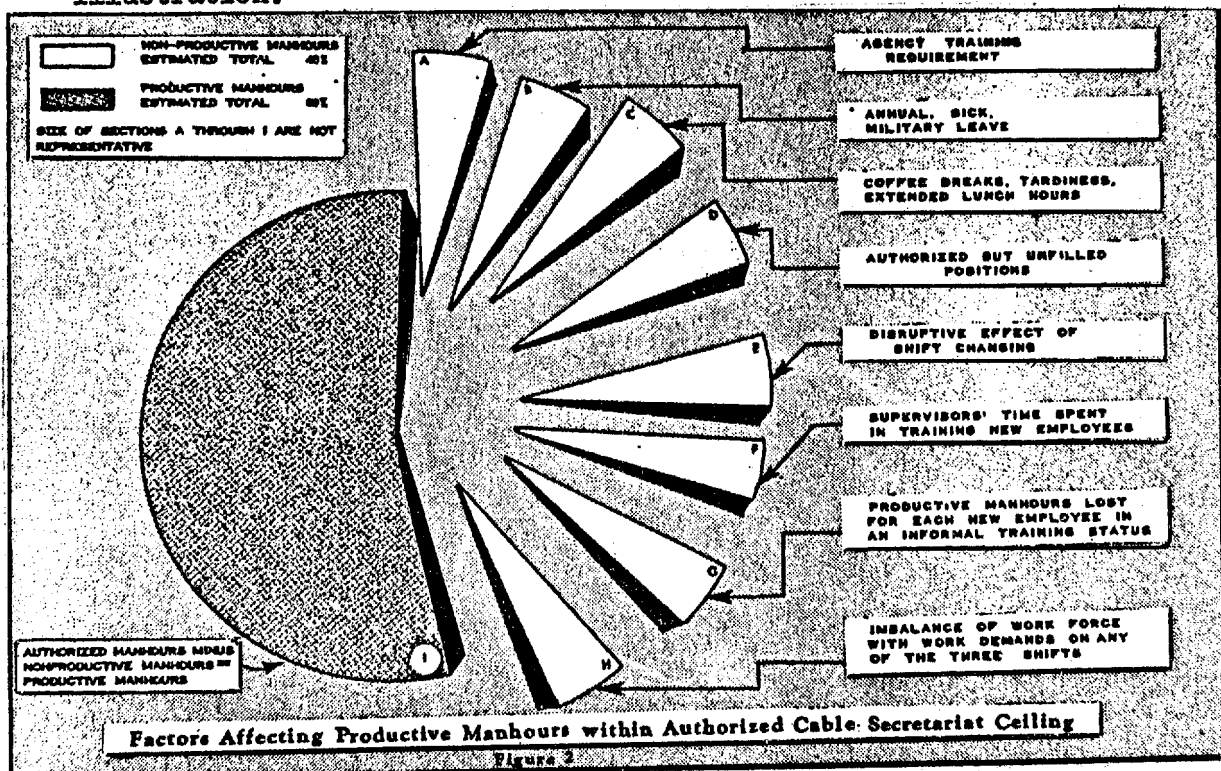
- d. Although work load has increased, the spasmodic nature of work volume remains unchanged. (See Tab F) During the Day Shift, the peak periods of incoming cables are reached between 1000 hours and 1200 hours and between 1400 hours and 1600 hours. During the Evening Shift, the peak periods of incoming cables fall between 1700 hours and 2000 hours and between 2130 hours and 2330 hours. The peaks and

valleys of outgoing cables, on either shift, as represented by production figures, are artificially created since the processing priority established on outgoing cables is not as high as that established on incoming cables, and their processing can be performed at any given time within the shift.

- e. The Cable Secretariat attrition rate, including reassignments, for the month of March 1957 was 7.3% as compared to 1.5% for the Agency as a whole. During the past twelve months, there has been a 31% turnover of employees in the Cable Secretariat. This results in a loss of production while these positions are vacant and while the new employees are acquiring skill in their assignments.

According to the Cable Secretary \*, exit interviews with employees transferring from Cable Secretariat or resigning from the Agency indicate that a large percentage of this high rate of turnover is due to the shift rotation requirement, heavy pressure of the time factor in the work and the overtime requirement, with the shift rotation requirement most often cited.

- f. In meeting work demands within the present T/O, there are work factors which diminish the total man hours available to the Cable Secretariat for its productive effort. This can be depicted by the following illustration:



\* A review of recorded exit interviews retained by the Office of Personnel did not confirm nor deny the accuracy of these statements by the Cable Secretary.

Paraboloids A through H which represent productive man-hours lost to the Cable Secretariat, may be further explained as follows:

A represents employees engaged in formal Agency approved training. This figure cannot be reduced.

B represents annual leave, sick leave, military leave, maternity leave, leave without pay.

C represents loss of productive man-hours due to:

- (1) Coffee breaks
- (2) Rest room periods
- (3) Extended lunch hour
- (4) Tardiness
- (5) Cashing Checks
- (6) Visits to Insurance Office
- (7) Visits to Medics

During the course of this study, these items did not prove to be a source for increasing the number of productive man-hours.

D represents unfilled slots. Since July 1955, the on duty figure has varied between a low of  with an average on duty strength of

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E represents the disruptive effect of changing from one shift to another. As each employee changes shifts, he faces different work demands both from the work itself as well as from the supervisor.

F represents the time spent by supervisors in the training of new employees. This figure increases or decreases in direct proportion to the rate of turnover.

G represents informal on the job training for new employees who are in an apprentice status and are not producing at a journeyman level. This figure also increases or decreases in direct proportion to the rate of turnover. (Formal approved training is considered in A.)

H represents a potential loss in productive man-hours if work force is allowed to become imbalanced with work demand. For example, if one of the shifts is overstaffed because of temporary shifts in

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volume of incoming work and another shift experiences an increase in volume of incoming work, without a corresponding proportionate increase in personnel, the imbalance results in a loss of potential man-hours. (This is offset only to a degree by the holding of work over from one shift to another.)

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The application of this division of available man-hours to the Cable Secretariat indicates that the total productive man-hours available represents about [ ] of the total authorized man-hours within the authorized ceiling. The emphasis of this study, therefore, has been directed toward the elimination or diminution of certain of those factors accounting for this disparity, as represented by paraboloids D, E, F, G and H in Figure 2.

- g. The job descriptions in the Cable Secretariat in most cases do not provide for the orderly assumption of supervisory responsibilities in Sections during the absence of the Chief. Instead of including responsibility for serving as Acting Chief in the absence of the Chief, this responsibility has been on an ad hoc basis resulting in a lack of continuity in supervision.

#### 4. DISCUSSION:

- a. In general a straight shift work force is more productive and conducive to higher morale than a rotating shift work force. Morale is affected adversely by the individuals inability to establish stable family and social relationships because of irregular hours of employment. Higher production results from the individual becoming more familiar with the demands of his job and his supervisor, and from the elimination of the loss of production inherent to the regular disruption of routine, characteristic of the rotating shift.

The scheduling of the work force into three shifts, necessitated by a 24 hour coverage requirement, has created problems for the Cable Secretariat uncommon to those offices operating within a straight day shift. The recruitment and retention of trained and experienced clerical support has been the chief difficulty encountered in maintaining a staffing complement capable of meeting those work demands placed upon it.

The Cable Secretariat is in direct competition with all other Agency components in its quest for clerical personnel. However, it is placed at a disadvantage since the rotating shift requirement inherent to each position for which it is recruiting acts as a deterrent to the filling of its vacancies. Personnel brought on board in the Interim Assignment Section, having been recruited on the basis of permanent daytime work, are reluctant to accept shift work when straight day work is available at the same grade level.

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The establishment of straight shifts, the recruitment of employees for the Cable Secretariat for those shifts in the field rather than in the Interim Assignment Section and their acceptance of employment with the understanding that the work will be on a particular straight shift should result in:

- (1) Fewer vacancies occurring in Cable Secretariat due to a clearer understanding by the recruit of the conditions of employment;
- (2) Higher production resulting from longer periods of assignment to the same job demands and less disruption of routine;
- (3) Over the long run, a better coordinated work force as the same supervisors work continuously with the same employees.

The establishment of a straight shift work force entails the development of equitable procedures for the transferring of employees from one shift to another. These procedures should provide the basis by which such transfers may be requested and made. A guide which may be used in the establishment of these procedures is presented in Tab G.

- b. In the initial stage of converting from rotating shifts to straight shifts, difficulty may be experienced in developing an Evening Shift work force sufficient to meet work demands. (See Tab G) Also, during periods of high employment when jobs are plentiful, it may be difficult to recruit personnel for employment on the undesirable shifts when straight day work is readily available. In order to maintain an adequate on duty work force in either of the above situations, as a temporary measure, and on an emergency basis only, consideration could be given to the employment of a part time work force.

The processing of incoming cables on the Day Shift does not lend itself readily to production control systems due to the requirement for their expeditious delivery to the action recipient and the difficulty of anticipating their volume or arrival. However, since outgoing cables filed with the Cable Secretariat on the Day Shift are immediately sent to the Signal Center for transmission to the Field, and since a reasonable delay in the delivery of Confirmation and Information copies is tolerable, their processing through the Cable Secretariat may be controlled to balance work load against variations in the volume and arrival of incoming cables.

In the case of the two night shifts, the deadline for delivery of both incoming and outgoing cables, with the exception of Operational Immediate cables, is 0800 hours the following morning. This phase of production, therefore, lends itself readily to the establishment of a controlled backlog, at no loss of customer service, which can be relieved for processing at intervals (as on the Day Shift) or released during a

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particular period of the shift. This controlled backlog could be processed by a part time work force.

- c. The staffing of the three shifts of the Cable Secretariat has been accomplished in spite of daily fluctuations of work volume. International events, however, such as the Hungarian revolt or the Suez crisis, with the resulting abnormal increase in cable volume, tends to impair the processing time, accuracy and quality of the product. It would not be practicable for the Cable Secretariat to maintain a staff on a permanent basis which would render it capable of producing at the same performance level during any possible temporary crises as it does during normal conditions. However, the requirement for expeditious processing of cables is just as great or greater during such emergencies as it is during periods of stable international conditions.

Therefore, when the upward trend of cable volume during such an emergency reaches that point at which the Cable Secretary determines that the assigned work force is not able to meet the increased work demand, he may request authority from the Office of the Director to activate "Situation Emergency". (See Tab I) "Situation Emergency" would entail the assumption of higher level responsibilities by selected lower grade Cable Secretariat employees, and the assumption of their duties by a temporary detail of cleared employees from the Interim Assignment Section.

- d. In order to determine the required size and distribution of the Cable Secretariat work force for each of the three shifts, a standard which may be used has been developed and presented in Tab H.
- e. In an effort to relieve the Mail and File Clerk turnover and recruiting problem, consideration was given in this study to the transfer of the courier function of the Cable Secretariat in I, J, K, and L buildings to FI/RI, which operates a courier system to the same mail points in these buildings as the Cable Secretariat. For material classified SECRET and below, FI/RI schedules as many runs as the Cable Secretariat. However, for TOP SECRET material, FI/RI maintains a separate courier system and schedules only four runs a day. Cable Secretariat dispatches its TOP SECRET material through its regular courier system, thus giving it the same service as cables classified SECRET and below. Also, FI/RI does not deliver KAPOK or RYBAT cables. On the basis of the assumption stated at the beginning of this study, this alternate was not given further consideration. However, if FI/RI should ever revise its courier schedules whereby it could provide the services required by Cable Secretariat, further consideration should be given to the transfer of the Cable Secretariat courier function to FI/RI.

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5. RECOMMENDATIONS:

- a. Maintain the maximum ratio of "on duty" personnel to authorized ceiling by:
  - (1) Converting the two rotating shifts, the Day Shift and the Evening Shift, to straight shifts, developing procedures for the transferring of employees from one shift to another, and administering these procedures in an equitable manner (Tab G);
  - (2) Using a part time work force, on a temporary basis, when recruiting is difficult;
  - (3) Recruiting Cable Secretariat personnel in the field (rather than canvassing the Interim Assignment Section), stipulating that shift work be a condition of employment.
- b. Meet increased work demands of a temporary nature resulting from periods of international unrest, by activating "Situation Emergency". (See Tab I)
- c. Maintain the present staffing pattern with the following exceptions:
  - (1) Transfer one Offset Press Operator from the Midnight to the Evening Shift;
  - (2) Reallocate one Cable Analyst position on the Midnight Shift to a Clerk Typist position on the Evening Shift;
  - (3) Transfer one Clerk Typist position from the Midnight Shift to the Evening Shift.
- d. Establish a procedure for the periodic submission of individual production reports, and employ the information obtained therefrom as follows:
  - (1) Compare the production figures obtained from these reports with the standards provided in Tab H and make adjustments in the standards as appropriate after giving consideration to the quality of the product.
  - (2) Apply these standards to the work demand on each shift and periodically re-distribute the work force between the shifts as required.
- e. Clarify organizational alignments and lines of command as follows:
  - (1) Realign organizationally the Day Shift Reproduction, Mail and File Section (RMF) to reflect the Chief, RMF reporting directly to the Watch Officer Staff rather than to the Executive Officer;

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- (2) Establish the positions and initiate personnel actions to correct the disparity between the Top Secret Section work force represented in the T/O and the actual assignments of the personnel affected;
- (3) Designate one person within each Section to serve as Acting Chief of the Section during the extended absence of the Chief, and amend job descriptions, as appropriate, to reflect this delegation of part time authority.



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Chief, Management Staff

**ATTACHMENTS:**

- Tab A - Chart - Cable Secretariat  
Table of Organization
- Tab B - Memo to Ch/Mgt/S fr Cable  
Secretary dtd 3/9/55,  
Subject: Revision of T/O  
for Cable Secretariat-  
Message Center, Office  
of the Director
- Tab C - Memo to DD/S fr Ch/Mgt/S  
dtd 5/16/55, Subject:  
Same as above.
- Tab D - Memo to Dep Ch, Plans fr  
Cable Secretary, Subject:  
Request for Transfer of  
Slots and Funds to Cable  
Secretariat from DD/P.
- Tab E - Memo to Exec. Asst. to DCI  
fr Exec. Off. DD/P, Sub-  
ject: Cable Secretariat  
Workload.
- Tab F - Chart - Variations in  
Cable Traffic
- Tab G - Establishment of Straight  
Shifts
- Tab H - Production Standards
- Tab I - Situation Emergency

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Approved For Release 2002/05/09 : CIA-RDP84-00499R000600040091-7

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9 March 1955

MEMORANDUM FOR: Chief, Management Staff

SUBJECT : Revision of T/O for Cable Secretariat-  
Message Center, Office of the Director

1. It is requested that the Cable Secretariat-Message Center T/O be revised to provide a total of ten additional positions described below:

2 Cable Analysts (Sup)	GS-0305.11-09
2 Clerk Typists (Sup)	GS-0322.01-05
2 Mail and File (Sup)	GS-0305.06-05
3 Clerk Typists	GS-0322.01-04
1 Courier	GS-0301.35-04

2. In support of this request, the Cable Secretariat's records indicate that the number of cables processed during the six months period ending 28 February 1955 exceeded by 10% the number of cables processed during the same period one year ago (72,300 vs 65,550). In addition, the workload in the Cable Secretariat-Message Center has increased considerably as a result of the special handling required to produce sterilized copies of cables and preliminary disseminations in the overall effort to reduce electrical transmissions.

3. A sincere and conscientious effort has been made to cover the positions involved by diverting personnel from other activities. It has been determined that such diversion is no longer feasible.

4. The additional positions requested in paragraph 1 are identical in title, grade and function to positions already established for the Cable Secretariat.

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Cable Secretary

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Approved For Release 2002/05/09 : CIA-RDP84-00499R000600040091-7

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MAY 16 1955

MEMORANDUM FOR: Deputy Director (Support)

SUBJECT: Revision of T/O For Cable Secretariat - Message Center, Office of the Director.

1. Attached as Tab A is request, dated 9 March 1955 from the Cable Secretary for a ceiling increase of ten positions in the present table of organization. The request which comprises an expansion of identical positions previously established is restated for convenient reference as follows:

<u>Position</u>	<u>Grade</u>	<u>Annual Cost</u>
2 Cable Analysts (Sup)	GS-0305.11-09	\$10,120
2 Clerk Typists (Sup)	GS-0322.01-05	6,820
1 Mail and File (Sup)	GS-0305.06-05	3,410
1 Mail and File (Clk)	GS-0305.05-04	3,175
3 Clerk Typists	GS-0322.01-04	9,525
<u>1</u> Courier	GS-0301.35-04	<u>3,175</u>
<u>10</u>		<u>\$36,225</u>

Justification for the request is based on (1) an increase in traffic volume approximating ten percent over comparable periods one year apart, (2) a corresponding workload increase resulting from the production of sterilized copies of cables and (3) a corresponding increase in preliminary dissemination to keep the need for electrical transmissions to a minimum. The undue pressure caused by this threefold increase in workload is reflected in the Cable Secretary's statement that recourse to the diversion of personnel from other activities has been necessary and, further, that such diversion is no longer feasible.

2. An administrative examination of Cable Secretariat's Office was made on two occasions to determine the possible existence of any latent factors contributing to the need for additional personnel. The findings are reflected in the following topics of interest:

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a. Absenteeism - This factor was selected because of the implication of a seven day week on a three shift basis. An analysis of annual and sick leave days in relation to on duty strength was made on a monthly average basis for the calendar year 1954. The results revealed a monthly average

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b. Unnecessary Routines - Frequently, this factor results from an improper distribution and flow of work. Care was exercised to observe that these work phases were normal and consistent. The analysis did not reveal the existence of any questionable routines. In addition, discussion with the Cable Secretary gave every indication of prudent administration and an intelligent appreciation of recognized management practices acquired through past experience.

c. Workload - An analysis of traffic volume over a 12 month period in the calendar year 1954 reveals a total of 145,063 cables with 97,129 in and 47,935 out for a ratio approximating 2 to 1. Monthly averages are 8094 and 3994.5, respectively. Distribution copies of cables issued in 1954 totalled 2,094,764. This phase of the work includes analysis to determine distribution and removal of cryptonyms (incoming), paraphrasing and sterilizing, typing of masters, review, duplication of masters and dissemination. Copies are prepared and pouched for foreign distribution. A test procedure is now in process to relieve, in part, the burden of typing by having foreign sources send in typed masters. The average monthly usage of ditto paper to process distribution copies approximates 450,000 sheets.

d. Backlog - The existence of an abnormal backlog was not apparent in any phase of the work.

e. Improved methods - A spot check of sample copies pertaining to personnel and logistical activities was made to determine application of the form message system. The brevity of the cables disclosed that application was not feasible or necessary.

3. A memorandum dated 2 May 1955 from the Chief, Budget Division is attached as Tab B. Also attached as Tab C is memo dated 9 May 1955 from the Director of Personnel concurring with respect to classification of the positions.

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4. As of 11 May 1955 the CS ceiling was  and the on-board strength was  Therefore, approval of this request will necessitate a ceiling increase of 10. Your approval is recommended.

Chief, Management Staff

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**ATTACHMENTS:**

- Tab A - Proposal
- Tab B - Concurrence of Budget Div.
- Tab C - Concurrence of Dir. of Pers.

**APPROVED:**

Date: \_\_\_\_\_

\_\_\_\_\_  
L. K. WHITE  
Deputy Director (Support)

**DISTRIBUTION:**

- Orig. & 1 - Office of Personnel
- 2 - DD/S
- 2 - Office of the Director
- 1 - Comptroller
- 1 - MS Comeback

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5 November 1956

**MEMORANDUM FOR: Deputy Chief, Plans**

**ATTENTION : Executive Officer**

**SUBJECT : Request for Transfer of Slots and Funds  
to Cable Secretariat from DD/P**

1. Prior to June 1956, DD/P disseminated cabled information to the intelligence community through the PD system, following each PD with a formal CS report.

2. In order to achieve a savings in Agency funds and manpower, beginning in June 1956 the Cable Secretariat assumed responsibility for dissemination of the so-called "Teletype Dissemination (TD)," including those not sent electrically. Forms Control Section, of Management Staff, estimated that DD/P would save approximately \$90,000 each year through the new system. Signal Center expected to save sixteen man-hours daily by diverting about 82 percent of TD's from electrical transmission.

3. When the TD system was inaugurated in June 1956, the number of TD's to be processed monthly was estimated at 400-500. Cable Secretariat concluded, from this estimate, that it could absorb the additional work load, approximately six to eight man-hours daily, that would result from its dissemination of TD's by other than electrical means.

4. In actual fact, the present volume of TD's has increased far beyond original estimates. TD's disseminated by Cable Secretariat during the past three months were as follows:

August - 722  
September - 691  
October - 926

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The burden on the Cable Secretariat will be appreciated when the following figures for the month of October are examined:

- a. Approximately 90 copies of each TD is run off.
- b. If the average length of a TD is three pages (a reasonable estimate), approximately one-fourth million sheets of paper for TD's alone were collated during the month.
- c. Another factor meriting consideration <sup>is</sup> ~~for~~ the fact that TD's warrant expeditious processing - We have had as many as 69 TD's in one 24 hour week-day period, and as many as 80 TD's over Saturday and Sunday. Normally these TD's are submitted during the same period as we receive our peak cable traffic.

75 may 1  
91.3

(A monthly tabulation of PD/TD dissemination, October 1955 through October 1956, is attached).

5. Cable Secretariat cannot handle efficiently the TD load with its present personnel. We recommend, therefore, that three positions of GS-5 level, with funds to match, be transferred to Cable Secretariat from DD/P to meet this workload. Our estimate of three slots required for this work is based upon the following factors:

- a. Because of increased cable traffic, totalling approximately 19,000 cables in October, we can no longer handle even the originally estimated TD load (400-500 per month). One additional person will be required for this purpose.
- b. The number of TD's processed monthly has now doubled the original estimates and promises, in view of international developments, to increase further. One additional person will be required to handle this load.
- c. Since the current and promised TD load will require approximately sixteen man-hours, seven days a week, good administrative practice requires the assignment of a third person to fill in during leave periods, emergencies, and the like, in order that something approximating a normal working schedule can be maintained.

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6. Pending decision on <sup>the</sup> recommendation made in paragraph 5, it is requested that at least two persons, preferably couriers, be furnished the Cable Secretariat immediately on a loan basis. The presence of these couriers will free partially two couriers now on duty who have been trained as multilith operators and who will thus be used in running TD's.

7. Cable Secretariat will appreciate your earnest consideration of this request.



✓ Cable Secretary

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Enclosure:  
(PD/TD Tabulation)

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OCTOBER 1955	409	
NOVEMBER 1955	471	
DECEMBER 1955	466	
JANUARY 1956	392	Approximately 40
FEBRUARY 1956	460	copies issued per PD
MARCH 1956	524	
APRIL 1956	467	
MAY 1956	465	
JUNE 1956	575	
JULY 1956	586	Approximately 90
AUGUST 1956	722	copies issued per TD
SEPTEMBER 1956	691	
OCTOBER 1956	926	

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Executive Registry

8-7803

NOV 7 1956

MEMORANDUM FOR: Executive Assistant to the DCI

SUBJECT: Cable Secretariat Workload

REFERENCE: Cable Secretary's memorandum dated 5 November 1956, subject: Request for transfer of slots and funds to Cable Secretariat from DD/P

1. There is no doubt that the present world crises has resulted in greatly increased volume of teletype disseminations (TD's) and that the Cable Secretary needs immediate assistance.

2. As a temporary measure this office has furnished the Cable Secretary with a courier on a loan or detail basis for the duration of the current emergency or until a decision is reached on the recommended increase in the T/O of the Cable Secretary.

3. This office supports the recommendation of the Cable Secretary that additional positions and funds be provided to meet the TD workload but recommends that the necessary positions and funds be provided by the Director's office.

[Redacted Signature]

Executive Officer, DD/P

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Attachment:  
Reference memorandum

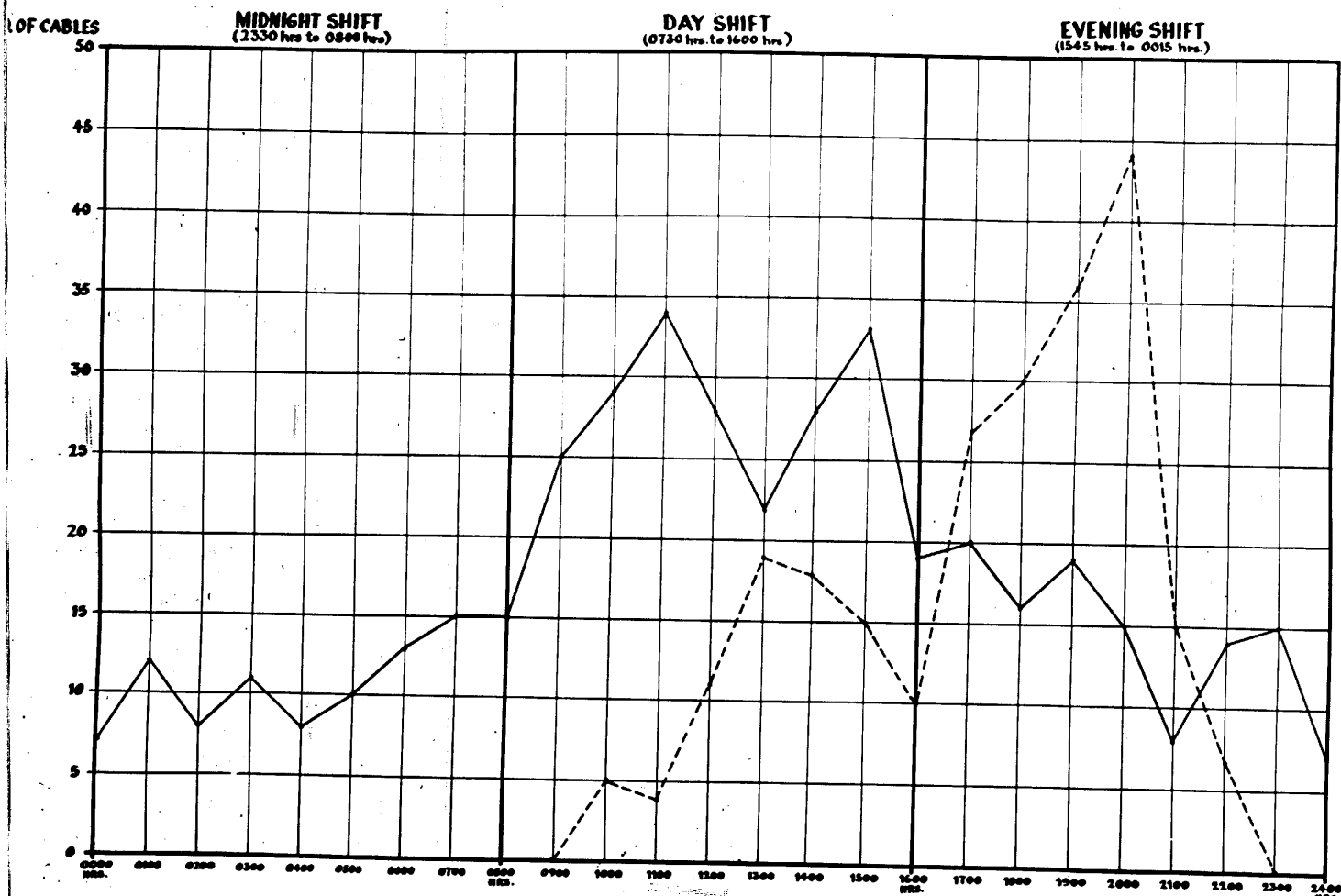
cc: Cable Secretary  
C/RQM/FI

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INCOMING  
OUT GOING

## HOURLY VARIATIONS IN CABLE TRAFFIC



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ESTABLISHMENT OF STRAIGHT SHIFTS

Within the Cable Secretariat the Evening Shift is the least desirable, the Midnight Shift more desirable and the Day Shift the most desirable. The problem of staffing the Midnight Shift has been eased by filling these slots with individuals preferring the personal inconvenience of the shift to the disruptive effect of rotating from one shift to another. In order to staff the Evening Shift, the Cable Secretary has resorted to the use of the rotating shift.

In establishing and staffing straight shifts, the preference of the present work force for a particular shift should be considered. Those employees desiring to work permanently on the Evening Shift would constitute a cadre around which a complete work force would be built. Although a majority of the employees may prefer straight day work, it would not be feasible to place all of them on the Day Shift immediately. Those employees who have been rotating the greatest time should be considered first for the straight Day Shift, consistent with staffing requirements.

Those individuals who have not agreed to rotate and have been on straight day work would continue on the Day Shift, if they so desired. However, although not denied promotion they should be considered for promotion only after all other eligible employees have been considered.

To make up the difference between those individuals desiring the Evening Shift and the work force required, a part time work force could be used, on a temporary basis, until such time as full time employees could be recruited, or, certain employees could be designated to work on the Evening Shift until attrition provided vacancies for them on the Day Shift.

With the establishment of permanent straight shifts, a procedure should be established to assure equitable consideration for each eligible employee when a vacancy occurs on another shift. The primary factor, however, in the transfer of personnel from one shift to another shall be the needs of the organization for their particular services. A selection board composed of a Watch Officer from each shift and the Deputy Cable Secretary should be established to develop and administer a set of standards to be used as a guide in each transfer case that arises. Seniority and merit should be weighed by the board in the determination of those persons to be selected for such inter-shift transfers.

Upon learning that a vacancy will occur on the Day Shift, a notice to this effect should be circulated to the Midnight and Evening Shift work force, and applications for this position accepted. When all applications have been received, within a specified time limit, they should be considered on the basis of the

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TAB C



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standards established and the selected employee transferred. The vacated slot on the Evening or Midnight Shift would then be brought to the attention of the work forces of the other two shifts and applications accepted in the same manner. If no applications were received, the slot would then be filled by recruitment. This same procedure would be followed for vacancies occurring on any of the other two shifts, e.g., notice of a vacancy on the Midnight Shift would be circulated to the Day and Evening Shifts; notice of a vacancy on the Evening Shift would be circulated to the Day and Midnight Shifts.

Employees must be advised and kept informed of the procedures for requesting a change from one shift to another. Employee confidence in the equity of the transfer system is essential.

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### PRODUCTION STANDARDS

1. Based on a review of Cable Secretariat production reports and staffing patterns during controlled periods of low, medium and high volume production, work standards have been developed to assist the Cable Secretary in determining both the work force required and the proper distribution of the work force. These standards should not be used in place of, but only for expediency in the absence of more formal work measurement standards.

2 Excluded from the production standards established was the fixed staff which must be present on each shift regardless of work volume. This staff includes Watch Officers, Assistant Watch Officers, Releasing Officers and Logging Clerks. The Day Shift has an additional fixed staff requirement of four couriers to maintain established delivery schedules and two Mail and File Clerks to service receipt and delivery windows through which cables are personally delivered to and received from customers.

That part of the work force for which production standards may be established therefore include the following job categories:

- a. Cable Analysts
- b. Clerk Typists
- c. Offset Press Operators.

3. The following standards represent the average production by job category to be expected from the present work force for an eight hour shift:

	<u>Analyst</u>	<u>Typist</u>	<u>Offset Press Operator</u>
Midnight Shift	50 cables	50	102
Day Shift	41	41	88
Evening Shift	68	68	101

The variations between the production standards established for the three shifts are accounted for as follows:

- a. The relative percentages of incoming TOT Cables processed on each shift. This type of cable requires greater processing time than incoming PAD cables or outgoing cables. (See Paragraph 3b of this study.)

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- b. The Day Shift requirement of expeditious processing of the product for the customer on an hourly basis.
- c. Four courier positions included in the Day Shift work force with no counterparts on the two night shifts.
- d. More interruptions on the Day Shift by the customer requesting added disseminations or action changes.
- e. Time spent in processing these added disseminations or action changes which is not reflected in the daily production count.
- f. The Midnight Shift requirement for a standby work force which sometimes results in an imbalance with work demand.

These production standards should be used in conjunction with the following formula in determining the proper distribution of the work force:

$$\frac{\text{CABLE VOLUME}}{\text{PRODUCTION STANDARD}} = \text{WORK FORCE REQUIRED}$$

4. Although the present distribution of the Cable Secretariat work force is a fairly accurate balance of work force against work demand, the following suggestions have been made to the Cable Secretary:

- a. Transfer one Offset Press Operator position from the Midnight to the Evening Shift;
- b. Delete a Cable Analyst position on the Midnight Shift and add a Clerk-Typist position on the Evening Shift;
- c. Transfer one Clerk-Typist position from the Midnight Shift to the Evening Shift.

5. For short durations of time under some stress and with some loss in accuracy, the following production standards could be met by the work force on the basis of an eight hour shift and the present distribution of TOT's, PAD's and outgoing cables between the shifts:

	<u>Analyst</u>	<u>Typist</u>	<u>Offset Press Operator</u>
Midnight Shift	95	95	285
Day Shift	64	75	150
Evening Shift	112	112	122

These standards would represent a production potential of approximately 200% of present production. This potential could be called upon during periods when the total productive man-hours available falls below the present sixty percent level of authorized man-hours or when cable volume increases on the basis of operational activity in the field.

Sustained increases in cable volume on one shift can be met with a redistribution of the work force if this increase has been offset by a decrease in cable volume on another shift. If there is a substantial sustained increase in cable volume on all three shifts, it may be necessary to give consideration to an increase in the present T/O and ceiling.

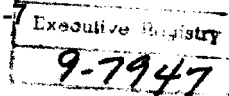
### SITUATION EMERGENCY

Upon concurrence by the Director that an emergency condition exists and that "Situation Emergency" may be activated, the Cable Secretariat would take the following steps:

- a. Relieve the Cable Analysts, Typists and Offset Press Operators of all non-productive clerical functions and transfer these functions to lower level clerical personnel (except typists) not in a training status.
- b. Supplement the Cable Analyst, Typist and Offset Press Operator work force, as required, with Cable Secretariat employees who have been training for these positions. If additional typing skills are not available within the Cable Secretariat, request the temporary assignment of fully cleared typists from the Interim Assignment Section, Office of Personnel.
- c. Supplement the remaining clerical work force, as required, by assignment of couriers to straight Mail and File Clerk activities.
- d. Fulfill the courier requirement in one of the following ways:
  - (1) Requesting the assignment, temporarily, of fully cleared male clerical personnel from the Interim Assignment Section to serve as couriers during the emergency, or
  - (2) Requesting the Records Integration Division (FI/RI) to provide courier service for all non-sensitive DD/P cables classified SECRET and below, and requiring the Staffs and Area Divisions to pick up their TOP SECRET and sensitive cables from the Cable Secretariat. If (1) and (2) above are unsuccessful,
  - (3) Requiring the Staffs and Area Divisions to pick up their own cables during the emergency period.

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23 October 1957

MEMORANDUM FOR: Executive Officer  
Office of the Director

*gpc*

SUBJECT : Cable Secretariat Overtime Study

1. On 12 August 1957, we advised that the problem of using overtime to meet week end coverage requirements in the Cable Secretariat would be reviewed.

2. This study has been completed and is attached to this memorandum. All material in this study has been discussed with the Cable Secretariat prior to its formalization.



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Chief, Management Staff

Attachment:  
Staff Study w/attachments

*File 1957*

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12 NOV 1957

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1. PROBLEM:

Does the Cable Secretariat policy of scheduling overtime represent the most economical approach to meeting its present week end staffing requirements?

2. ASSUMPTION:

The elimination of scheduled overtime must result in a monetary savings.

3. FACTS BEARING ON THE PROBLEM:

- a. The overtime problem in the Cable Secretariat is one of week end coverage. During FY 1957, of \$50,126.00 spent for overtime, approximately \$2,713.00 was all that was used for emergency week end and holiday coverage requirements. This same proportioning of overtime funds has been made for FY 1958. Of the \$53,397.00 in overtime funds approved for the Cable Secretariat, only \$2,894.04 has been designated for emergency overtime.
- b. At the present time, Cable Secretariat week end coverage requirements are that fifty-two persons work approximately 560 hours scheduled overtime each pay period at a bi-weekly cost of \$1,812.96 or an annual cost of \$47,136.96. (See Tab A) Twenty-eight percent of this scheduled overtime expenditure (\$13,590.06) represents premium pay. Using scheduled overtime, this expenditure of manhours and money is required to staff thirty-five positions spread over six eight-hour shifts each week end.

A comparison between this cost of paying scheduled overtime and the salary costs of the twelve additional personnel that would be required to establish staggered shifts revealed that it would cost \$8,099.85 more each year if the Cable Secretariat replaced all scheduled overtime on all three shifts with a staggered work week. Although the combination of scheduled overtime and a staggered work week for the Day Shift and the payment of scheduled overtime for the two night shifts represents the most advantageous combination from a monetary standpoint, it would require the hiring of three additional personnel and would result in an annual savings of only \$5,588.92. (See Tabs B through E) To the salary costs of the additional personnel required for staggered shifts must be added the recruiting and placement costs of the Office of Personnel, the physical examination costs of the Medical Office, the security clearance costs of the Office of Security, and the cost to the Agency of such fringe benefits as retirement and insurance.

The feasibility of the staggered shifts which were scheduled in this study to provide a monetary relationship with scheduled overtime is predicated upon the maintenance of a full T/O by the Cable Secretariat or the deletion of certain functions during staffing deficiencies.

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- c. A Management Study of Cable Secretariat Staffing Requirements revealed an attrition rate of 31% from March 1956 to March 1957, and recommended actions designed to achieve a reduction in the personnel turnover. Since the rate of attrition affects the productive man hours available to the Cable Secretariat, it was desirable to anticipate the possible effect of staggered shifts on Cable Secretariat attrition.

A questionnaire completed by each Cable Secretariat employee disclosed that 71% of the employees believed that they should receive overtime pay if they were required to work on Saturday and/or Sunday. Only 3% of the work force were of the opinion that the scheduling of the work week to include Saturday and Sunday as part of the forty hour week was desirable. Although the monetary loss for some employees would be extensive if scheduled overtime were eliminated (See Tab A), this does not seem to be as important to the employees as the discriminative effect of removing their incentive for giving up their weekend holiday. To force the employees into such a situation could result in a temporary loss of productive man hours due to an increase in attrition.

- d. Consideration was given to the effect of staggered shifts on recruitment and placement for vacancies resulting from current personnel turnover. The Chief, Procurement Division, Office of Personnel, was presented with the staggered shift concept and was asked to comment on its probable effect on recruiting. He stated that there would be no problem in recruiting for positions in Grades GS-7 and above. However, he expressed doubt that the Cable Secretariat clerical requirements could be met if the staggered shift were a permanent job requirement. The Chief, Placement Branch (Clerical), Office of Personnel, was of the same opinion as the Chief, PPD regarding the probable success in filling Cable Secretariat clerical vacancies under a staggered shift system. An experiment subsequently conducted during the month of August by the Personnel Assignment Division, Office of Personnel, supported this. (See Tab F)
- e. The primary purpose of overtime is to build into an organization the ability to meet emergency work demands brought on by increased work volume, decreased work force, or a combination of both. If an organization is already using a part of the work force on an overtime basis to meet normal staffing requirements, the overtime available for emergency conditions is appreciably reduced.

#### 4. DISCUSSION:

- a. The four alternatives to scheduled overtime which were considered in this study involved scheduling all or part of the work force into staggered shifts wherein the week end would be included in the regular forty-hour work week of certain employees, thus providing all or part of the necessary coverage without paying scheduled overtime. Specifically, these alternatives were:

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- (1) The elimination of all scheduled overtime by scheduling the entire work force into staggered shifts;
- (2) A combination of scheduled overtime and staggered shifts whereby part of the work force would be on staggered shifts and part would be paid scheduled overtime;
- (3) The elimination of all scheduled overtime for non-clerical employees by scheduling the non-clerical work force into staggered shifts;
- (4) A combination of scheduled overtime and staggered shifts for non-clerical employees.

b. In scheduling a work force into staggered shifts, there must be created the manhour equivalent of a so-called "fourth platoon" of workers, which can be absent from the work force at some time during the week in order to be applied to the week end coverage requirements. Cable Secretariat week end coverage requires 280 man hours, of which 232 are related to production and 48 to its Clandestine Services Duty Officer function. This represents the man hour equivalent of seven full time employees.

This 280 man hours of the Cable Secretariat's "fourth platoon" could be derived from the following sources:

- (1) Significantly lower cable volume consistently on the same two days each week, thus eliminating the necessity for a full staff these days, and allowing personnel to be released for the "fourth platoon;"
- (2) Excess personnel strength built into the T/O which could allow the release of personnel for the "fourth platoon" two days each week;
- (3) Increasing the T/O to provide the "fourth platoon."

Although cable volume on Monday is lower than the daily average 70% of the time, the difference in cable volume usually is not great enough to provide the excess productive man hours required to absorb the scheduled absence of the "fourth platoon." Also, Cable Secretariat leave statistics reveal that Monday is the highest leave day of the week. (See Tab G) The Management Study of Cable Secretariat Staffing Requirements found that the present T/O is adequate as long as the on-duty strength remains high. However, there was no surplus of productive man hours built in that would completely absorb the scheduled absence of the "fourth platoon." This leaves only one other means for providing a "fourth platoon," namely, increasing the present T/O.

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It was on the basis of the cost of increasing the T/O (where necessary) that a relationship was established between the cost of scheduled overtime and the establishment of staggered shifts. The difference between the twelve additional employees this study has indicated would have to be added to the T/O to staff staggered shifts, and the seven that represent the 280 man hours required over the week end, would be accounted for by the difficulty in scheduling the seven employees throughout the week to provide the required back-up for the "fourth platoon" in eight different job categories and on three different shifts.

- c. In determining the economics of scheduling overtime to meet week end coverage requirements, it was necessary to establish a monetary basis for comparing scheduled overtime with alternative methods of providing the required coverage. Factors considered were:
  - (1) Comparative cost of scheduled overtime and staggered shifts;
  - (2) Effect of staggered shifts on attrition;
  - (3) Effect of staggered shifts on recruitment and placement.
- d. To relate the cost of hiring the additional personnel required for staggered shifts to the cost of paying scheduled overtime for week end coverage, a detailed picture of the amount of overtime currently spent for each position, and the number and categories of personnel that would have to be hired if scheduled overtime were eliminated or combined with staggered shifts, has been presented in Tabs B through E.
- e. To determine the probable effect of staggered shifts on the Cable Secretariat attrition rate, a review of average overtime earnings disclosed that seven Cable Secretariat employees individually could rely on \$1,634.88 of scheduled overtime money each year, and that the smallest amount of individual overtime scheduled was \$274.56 a year. (See Tab A) This did not include non-scheduled overtime that might be worked during emergency situations. To eliminate this source of income and still require week end work could affect morale, create dissatisfaction, and ultimately lead to transfers or resignations from the Agency. The extent to which the attrition rate would be affected would be in direct proportion to the degree to which Cable Secretariat employees are tied to their jobs by loyalty or personal limitations. Whereas this should not be the deciding factor were the savings great enough by eliminating scheduled overtime, it would be a factor that should be considered, especially since recruiting of replacements is already difficult.

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- f. The probable effect on recruitment and placement of establishing staggered shift work as a job requirement was the third factor which had to be considered in arriving at a solution to the question of the feasibility of scheduled overtime. According to the Chief, PPD and the Chief, Clerical placement Branch, (PAD), their experience has shown that it is possible to hire GS-7's and above for almost any hour of the day or week, due to the desire of the individual to gain Agency experience, or because a particular work schedule fits into educational plans the individual is pursuing. (See Tab F) However, although this Agency does not have experience in recruiting clerical employees for staggered shifts, it has experienced great difficulty in attracting full time clerical personnel to jobs requiring evening and week end duty. To introduce the staggered shift requirement to an already difficult clerical recruiting situation would, in the opinion of Agency personnel officials, further hamper their success in filling Cable Secretariat clerical vacancies.

5. CONCLUSIONS :

- a. The elimination of all scheduled overtime and the establishment of staggered shifts in the Cable Secretariat would cost \$8,099.85 more each year than the present system of scheduled overtime. This includes the salaries but not the cost of hiring twelve additional personnel that would be required if staggered shifts replaced scheduled overtime.
- b. A temporary decrease in the productive man hours available to the Cable Secretariat would result if the introduction of staggered shifts caused a temporary increase in attrition.
- c. The recruitment and placement of clerical personnel for Cable Secretariat clerical vacancies, already difficult, would be more difficult if staggered shift work became a job requirement.

6. RECOMMENDATION :

- \* Continue to pay scheduled overtime to meet Cable Secretariat week end coverage requirements for so long as those requirements remain at approximately 280 man hours of various types of skills and for so long as the Cable Secretariat mission

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and function remain the same. Any substantial changes in the requirements, mission, or function of the Cable Secretariat should serve as the basis for a reconsideration by the Cable Secretary of the possible application of the staggered shift concept to meet his week end staffing requirements.

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Cable Secretary

Chief, Management Staff

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Distribution :

Orig. and 1 - Ex.Of. O/D  
1 - Cable Sec.  
1 - DD/S  
1 - Mgmt. Staff

*Approved*



10/26/57

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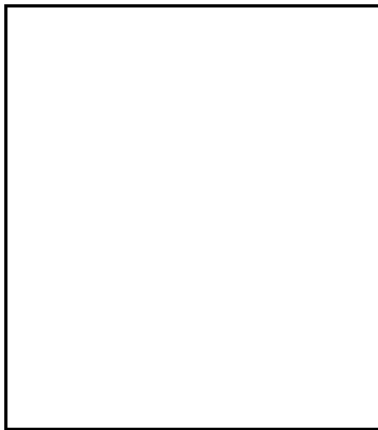
RECRUITING AND PLACEMENT EXPERIMENT

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1. On 29 July 1957, a meeting was held in the office of Mr. [redacted], Chief, Personnel Procurement Division, Office of Personnel (PPD) to discuss what effect the elimination of scheduled overtime and the establishment of staggered shifts would have on recruiting and placement for the Cable Secretariat. Participants at this meeting were:

Office of Personnel

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Chief, Personnel Procurement Division (PPD)  
Chief, Departmental Recruiting Br., (PPD)  
Chief, Clerical Recruiting Branch (PPD)  
Chief, Clerical Placement Branch,  
Personnel Assignment Division(PAD)  
Ass't Chief, Clerical Placement Branch,  
Personnel Assignment Division(PAD)

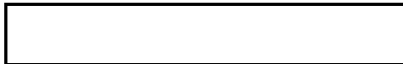
Cable Secretariat

, Cable Secretary

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Management Staff

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Executive Assistant

2. [redacted] explained that clerical recruiting for the Agency operated on the "silo" principle, that is, an individual is hired to work for the Agency and not for a specific job. When the recruiters in the field discuss employment with prospects, special job requirements, such as hours or days of work, are not discussed. If the prospect accepts employment with the Agency, he is brought on board and placed in the Interim Assignment Section (IAS) where he remains until full security clearance has been granted. It is during his stay in IAS that he becomes the responsibility of PAD and that job requirements are discussed and the individual decides whether or not he will accept a particular job. Therefore, the question of Cable Secretariat clerical vacancies could be filled if a staggered shift were a job requirement would be a placement and not a recruiting matter. Regarding Cable Secretariat vacancies in grades GS-7 and above, it was the opinion of [redacted] and his staff that they could successfully recruit this level of employee if staggered shifts replaced scheduled overtime.

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3. [redacted], representing the Personnel Assignment Division, and her assistant, [redacted], did not believe that they would be successful in filling Cable Secretariat clerical vacancies if staggered

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shifts were required. Their experience has shown that it has been difficult to keep the Cable Secretariat clerical work force staffed even on the basis of scheduled overtime for week end work. Most clerical recruits are in the 17 to 22 age group and do not want to give up their week end social life. To add to this the factor of not being paid overtime for week end work, would be enough to dissuade clerical recruits from accepting an assignment with the Cable Secretariat. [ ] admitted that she had never received a clerical requirement from an Agency component for a staggered shift assignment, and thus her opinion regarding placement difficulties under such a situation was not based on facts.

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4. At the request of the Executive Assistant, [ ] agreed to conduct an experiment with the clerical personnel awaiting assignment in IAS, to determine how successful clerical placement would be if a staggered shift were one of the job requirements. During the month of August 1957, 150 IAS clerical personnel were questioned regarding their willingness to accept an assignment in which they would work a 40 hour week, but would not always have Saturday and Sunday off. The results of this experiment were as follows:

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- 150 persons interviewed;
- 7 would consider it but would not prefer it;
- 1 would accept the assignment if he could be off Sunday;
- 1 would accept the assignment regardless of the days off.

5. Although this experiment might not be conclusive, it should be pointed out that it was conducted under the most favorable conditions since this is the period in which the number of clerical personnel available for assignment is at its peak.

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